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THESIS

INCIDENCES OF THE RESTRICTION OF THE BUREAUCRATIC EXPENSE IN THE VENEZUELAN PUBLIC SECTOR
(A CONCRETE CASE THE VENEZUELAN AIR FORCE)

by

Pedro Gutierrez

December 1984

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It is first necessary to present an overall understanding of the Venezuelan's State economic and social situation, its administration apparatus, administrative reforms and their interrelationship with the policies, standards and laws that are necessary for the achievement of those objectives.

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I. THE PROBLEM

The considerable increase in wealth experienced by the Venezuelan State at the beginning of 1974 was produced by the rise in world oil prices and the presence of certain distorting factors in the world economy. The latter manifested themselves in the form of strong inflationary pressures and a shortage of raw materials both of which left their mark on the socio-economic structure of the country. This has prompted the National Government to take certain administrative measures in an effort to counteract the general tendency, i. e. a progressive rise in bureaucratic expenses which in many instances are merely whims of officials within the organization who hold the power of decision.

How then can the magnitude of the new functions and obligations assumed by the state be such that it is no longer simply a matter of its intervening in economic activity in order to create the necessary infrastructure for increased private activity, but rather, that it presently intervenes directly in such productive ventures such as the exploitation and commercialization of petroleum where the dominante criterion is profitability. [Ref. 1]

Thus, the state has taken on the form of an "Enterpriser State".

In view of the magnitude of the investments of the government plan in accordance with the VI Plan de la Nacion (VI Plan of the Nation) greater efficiency at all levels of the administration is necessary if proper use is to be made of the nation's resources and strengths and we are to achieve those objectives which will provide the greatest economic and social benefits for the country and the people. [Ref. 2] Thus we can see that the state's growing capitalism and the growth of private business represent, in reality is a challenge to the institutional and administrative systems.

The interval effects of this challenge may prove of greater risk fot the country's future if we continue to tolerate unchecked management of the public wealth and its vast potential. This economic power of the state is growing amid increasing technical complications within the administration that require greater skill and efficiency on the part of the government. [Ref. 3]

It is evident that the effectiveness and authority of government actions demand the redefinition of the organization and operation of the central administration and its autonomos institutions. This is due to the degeneration of government actions which have resulted in great waste, delays, injustices and facilitated corruption.

Consequently the government has achnowledged that the administration's reform "is a valid action which will permit the execution of plans for development, the elimination of wasteful employment of efforts and resources, and inject the public utilities with new vigor. It would also aide the state's decision-making process nation wide and grant special attention to all concerned personnel. The last factor would also create a career in public service certain validity and dignity, both of which are essential ingredientes for a career in public administration". [Ref. 4] Of course, such an important proposal cannot be carried out without administrative machinery, its personnel and material components undergoing certain adjustments and revamping. This is why an administrative reform of the government apparatus has been proposed.

This is no easy task as growth of the apparatus in all its functions takes on an aggregative rather than planned character whereby its organisms and dependencies are not subject to a rational plan of growth and evaluation. [Ref. 5]

Consequently, the need to substantially renovate the administrative machinery becomes quite evident, especially, managing public costs. Moreover, as the President of the Republic has indicated on several occasions, it is absolutely necessary to curb fiscal costs and superfluous expenses.

This is in keeping with the fact that in the government spending structure, recurrent expenses make up the greater part of the budget. In 1984 these recurrent expenses represent 80% of the budget and as we well know these expenses are irreversible. That is to say, once a certain level of expenditures is reached in public administration it is very difficult to reduce that level. Rather, it tends to increase because personnel and service costs, which by their nature become fixed, make up an important percentage of recurrent expenses.

This indicates an excessive growth in the bureaucracy which, according to the state's investment plans, must be reduced so that more resources may be directed towards the improvement of the infrastructure and other projects which have repercussions on the country's economic and social development.

Nevertheless, the Venezuelan state's administrative reforms go back to previous governments. It was through these that the theoretical guidelines requiring an understanding of the state and its administrative apparatus were established. Through the reforms a definite attempt has been made to construct a public administration with the administrative capability for development. That is, with the ability to mobilize, allocate and combine the actions necessary to achieve the objectives of development.

Presently, it can be observed that by taking a systematic approach they propose to carry out a series of reforms whose fundamental objective would be to make the administration an instrument for development.

According to this approach, the administration is not isolated from the socio-economic situation of the country which gives it its shape and purpose. Rather, it is a subsystem of the political, economic and social systems. By the same token, it can be separated and studied as an open system which is in constant touch with its environment. [Ref. 6] Let us being by considering that the Administration - like all systems - represents an orderly and organized multitude of very closely linked elements.

The social system makes its own demands for goods and services and makes these known to the different political groups. These groups then process and transform these demands, thus shaping policies and plans of action. So it is that the political system gives shape to the demands and aspirations of that social group responsible for designing the guidelines which the administrative system follows and which also govern its actions.

It becomes obvious that we are dealing with a concept whereby the state is considered to be the product of society's need to politically organize itself in order to service and achieve its objectives.

In this sense, according to D. Easton's plan [Ref. 6], the political system of any society is characterized by the authoritarian allocation of values and, more concretely, by the fact that the political system can be divided into two subsystems; one political and the other administrative. The political subsystem would be constituted by a series of political institutions (President, Cabinet of Ministers, Congress etc.) and the administrative by a series of administrative institutions.

According to D. Easton, the political system becomes and instrument the social system uses to preserve itself and to progress. It would also serve to detect and process society's aspirations so that it could then produce the goods and services needed to satisfy said aspirations.

Thus, it can be inferred that as political institutions satisfactorily comply with such aspirations they will also be insuring the legitimacy of these institutions.

Now, in order to achieve the aforementioned, the political system requires an efficient and capable instrument. That is to say, an administrative system which will have as its objective the production of the goods and services required to meet the needs of the social system. Consequently, it becomes evident that the greater or lesser efficiency of the administrative

apparatus is of fundamental importance if we are to avoid the tensions that could easily develop between social and political systems.

Now then, once the objectives of administrative action have been determined it is reasonable to expect that its implementation will require human, material, and financial resources. Without these, it will be hard put to carry out its tasks. Once the latter two have been obtained, the problem will be how best to use them. Such is not the case with human resources which require selection, training and specialization (all of which take time) in order to perform the different functions inherent to their duties. So it is that a qualified bureaucracy, capable of responding to the different problem of the political and social systems, has become a necessity for the administrative apparatus.

Nontheless, the Venezuelan bureaucracy has been slow in meeting the challenge presented by the country's development. This is due to the uncontrolled growth of the bureaucracy as a result of featherbedding and other causes which have increased its numbers but not its productivity. At the same time, this excessive growth in bureaucracy consume a large portion of the annual budget in the form of recurrent costs.

Accordingly, the executive branch of the government has found it necessary to put an end to those things we have already mentioned through administrative reforms.

Among these objectives would be the need to bring about a reduction of government expenses and, more importantly, to reduce the growth index of recurrent expenses.

Consequently, this measure affects all state institutions and organisms. In an effort to achieve this objective, a Presidential handbook was issued in January of 1984. This handbook established administrative policy aimed at controlling those costs related to personnel services and it also contained rules and regulations to be followed by all ministers, heads of institutions, and all branches of state enterprises. These regulations, are fundamentally based on a prohibition to create new dependencies within the ministeries, autonomons institutions and government enterprises. They also prohibit the hiring of new employees or workers through appointment or any other means.

With regard to the Air Force as a state institution, the effect of these provisions have been such that today, 8 months after their issue, it is estimated that 300 civilian posts remain unfilled due to the exodus of employees that has been taking place without their being replaced.

This reduction in personnel, which is considerably high for a force primarily dependent on specialized human resources, has caused great worry among the High Command of the Air Force, as well as among the intermediate

and subordinate commands. This is because in addition to applying these economic measures, it must be noted that in view of the new functions and responsibilities assumed by the state under VI Plan de la Nacion, the demands for skilled labor have risen dramatically. In the face of higher salaries and greater opportunities offered by the private sector, more and more skilled and unskilled personnel are leaving the public sector.

Consequently, it is believed that if this situation continues unchanged, the Venezuelan Air Force will be seriously affected with regard to the plan and programs it had foreseen implementing as part of its development program. Such plans would be extremely difficult to execute without the one basic ingredient needed in public administration: human resources.

II. THEORETICAL FOUNDATIONS

A. STATE AND PUBLIC ADMINISTRATION

Through history we know that the existence of the Modern State is closely tied to the development of Capitalism in its mercantilistic stage in Western Europe (C.XIII and on). This State, according to Weber, [Ref. 7] can be defined as departing from a specific mean, e.g. a production goal. To meet any goal there must be presure or coercion. To apply coercion legally there must be authorized power. In agreeing with the latter, there are three types of power:

1. The accustomed domination based on the acquired habits, "the traditionalist".

2. The charismatic power based on the loyalty to a leader or chief.

3. The legal power based on laws and regulations created in a rational manner, this is, domination as it is practiced by the Modern State and its bureaucracy for which it needs an administrative body or personnel as well as material goods for its administration.

The domination's foundation for this type of State is given by both the military and civil bureaucracy which are based in the division of duties allowing employment of specialized personnel only (professionalized) in each position; this, along with the strict hierarchy, the formal

documentation, and the rigorous differentiation by "escalafon" and/or internal promotion. To Weber, the bureaucracy was the only apt mean to maximize efficiency. This is definitely what guarantees the rationale of the modern state.

To Weber, public administration in the modern state is organized bureaucratically, that is, it establishes norms and needs to enforce them; its effectiveness depends on rules and regulations which allow the emission of orders that must be obeyed. These are the characteristics that determine the legitimacy of the state.

However, the theoretic analysis can not stop there. Certainly, it is important to clarify the concept being handled around the state and its administrative machinery but also, it is necessary to approach theoretically these concepts in the scope of the Systematic School of Administration; as it is understood and said when starting the problem, that society, state, public administration, etc., are not more than systems and subsystems and as such should be studied.

In this respect the David Easton's [Ref. 6] lay out sustains, a great deal, the theoretical foundations here expressed.

This author considers the political life as a delimited group of interactions associated with a major system - the social system - whose influence is constantly exposed and felt.

The political phenomena are interpreted as being constructs in an open system which must approach the problems by means of the demand for goods and services. The requires of the system that there be a series of adjustments. There must be some system of feedback to monitor if these adjustments are adequate to meet the new needs. This will provide the capacity to regulate its future conduct.

This control will possibly demand an adaptation to a variable environment in accordance with goals set, but also will be able to modify previous goals or entirely transform them.

When interpreting political life as an open system we allow ourselves an interrogation about the types of interchange maintained by the system in its environment, the way the members respond to this interchange and the determinants of these dynamic processes.

The political life has been described as the study of order, power, state, and public politics, the adoption of decisions or the monopoly in the use of political power, and in a wider form, as a set of social interactions of individuals and groups.

In this aspect, Easton considers that the political system is affected by the environment's happenings but acts over this input in order to transform them in products. Furthermore, he observes, the products return to the environmental system or to the system itself and that it can

be seen clearly how the input to the environment is actually equal to the products of the political system. He also observes that there is a continuous stream of products and influence from the political system toward and through the environments. Therefore, if these environments are modified, the product's influence follows the next round of effects that are returning to the political system's environment.

It is evident that Easton does not breach Weber's lay out in regard to the legality of the power exercised in the modern state.

On the contrary, the systematic analysis allows us to further simplify the bureaucratic machinery in its relation to the political system (properly as such) and the society as a whole.

This analysis permits us to understand how society demands goods and services from the political system, and how the latter processes such demands and takes decisions that must be executed by the public administration. It equally explains how the sub-system of public administration delivers its products to society which would generate support and new demands.

Evidently, a major or minor support from the society to the political system will depend on the latter's carrying out of demands made by society. Here lies the importance that the functioning of the sub-system public administration will behave in a rational and efficient manner.

Obviously, the maintenance of the political system prevailing in our countries, particularly in Venezuela, experience an adequate adjustment to the frequent demands from the new character that has pervated the state in order to pressure the public administration into the guaranteeing instances of the effective and rational relationship between society and politics. In this sense it has been proposed for a long time [Ref. 8] that there is a need for a State Reform which would imply:

a. A reform of the administrative machinery

b. A juridical reform

c. A rationalization of socio-economic politics

As for public administration reform, it is contained in the administrative reform of functional and structured character. The structure directed toward obtaining an adaptation of every ministry, autonomous institutions, state enterprises, and other public organisms of the administration, for the execution of functions they have or must have in accordance with the requirements of national development, and the oriented function applied to the system of administrative procedures that best satisfy the demands of this development.

In relation to the legal reform we can say it is a consequence of the proposed structo-functional reform since its application requires a revision of the juridic base of administrative institutions.

Finally, in regard to the politcs socio-economic rationalization they are of great importance to the Venezuelan state. Venezuela is placed first in the most decisive headings of the economy as an importer, exporter, merchant, industrialist, agriculturist, inversionist, financer, employer, etc., and due to the enormous amount of income that enters the national treasure it merits a procedure for its distribution and handling.

This is the way the National Executive in his wish to harmonize a coherency between formulation, execution and control of his socio-economic politics has foreseen the rationalization of public spending and, more specifically, the current budget in order to curtail the excessive growth of bureaucratic spending which visibly affects the budget.

In this sense, the National Executive dictated last January (1984) an instruction intended to give the rules for the administrative control of expenses associated with personal services and the payment of other personal expenditures. His most prominent points are:

- Ban on newly created positions
- Ban on the incorporation of new employees and laborers by means of promotions, contracts or any other form.
- Ban on new service contracts from professionals. assesors, and/or consultants.
- The creation of new scholarships with the exception of those contemplated in Plan Gran Mariscal de Ayacucho.

These measures that in essence appear logical have already reduced the reckless bureaucratic growth in some institutions,forcing a better use of resources.

However, in the case of the Air Force it has been translated in a diminution of its maintenance productivity since the civilian personnel has been greatly reduced, classified as well as non-classified. This has had an adverse effect on all the projects planned in the administrative and operative fields since they cannot be finished.

III. INCIDENCES OF THE ECONOMIC RESTRICTIONS

A. JURIDIC INSTRUMENTATION OF HUMAN RESOURCES IN THE ADMINISTRATIVE PROCESS OF VAF

From the various components of this organization, the most complex and the one which requires the maximun attention is personnel. Since, in general, the success of an organization depends more on the quality than in the quantity of human resources. Private enterprise has no problems of this type, since by offering better salaries and fringe benefits to its personnel and by requesting as a qualification from all possible candidates seeking a job or position that of experience, it is able to obtain better work quality and performance from its employees. This is different, however, in the State's institutions where the high number of employees required, as well as their varied influence, due to the need of regional and educational backgrounds, the low salaries, etc., make the hiring, selection, and personnel recruiting more difficult.

Undoubtly, a developmental process in the administrative body demands well trained and motivated personnel that will make possible the union of efforts from the institution and personnel alike in their work toward the reaching of their mutual objectives.

In this sense, training should be effected on a national basis leveled with the goals established by means of education. As for motivation, it takes the form of incentives such as prizes, personal rewards, even the political climate, laws, decrees and rules of general content.

Now, the Air Force, aware of this responsibility within the field of security and national defense, tries to the maximun to harmonize between means and resources available, specifically in the area of personnel administration, founding its action in being able to develop, to the upmost capacity and ability of civil employees, the carrying out of jobs in an integral form as in: Units of Support Services, Superior Direction, Training and Formation of Military Personnel--to name a few whose functions which fall directly in the operational capacity of the Force.

For this it must count with the support, of normative character, of the National Executive in order to fulfill his dispositions, as well as to produce its own norms in concordance with same.

Inside the Personnel Administration and within the Force, the following documents are basically considered:

- Law of Administrative Career
- The Public Functionary Statute
- Rule of Personnel Administration for civil employees of the Defense Ministry
- Partial rule on systems of classification charges and remuneration. (Decree 1276, 4-17-73)
- Working Law

Each one of these documents has a particular incidence within the management of civil personnel of the Force and they can be summarized like this:

B. LAW OF ADMINISTRATIVE CAREER

It contains the rights and obligations of public functionaries in relation to the National Public Administration, establishing the required normativity to develop a system of personnel administration with a technical structure and in basis of individual attributes, making evident the intention to avoid discriminations of political, social, religions in other character.

C. THE PUBLIC FUNCTIONARY STATUTE

Its content refers to the introduction of a system of personnel administration based on merit and consequences and the establishing of the Administrative Career.

Here we view the rights and obligations of functionaries. Included are the right to stability and to retire from the service only for specific causes legally established; the right to receive a retirement indemnization per reasons

contemplate in the ordinal 2, article 52 of the law; the right to the inherent remuneration to its position which includes: salaries, compensations, rewards, extra duties, and any other amounts in cash aside from the regular pay which are received in consequence to the job's execution; the right for promotion or of being able to improve the condition's of a given position as well as an advancement in the various steps (escalafones) established in the system's classification of positions.

Also, among these rights we can cite, in a general form; the following:

1. The loyalty to the Administration, the State, and its institutions which implies the defense of the Constitution and its laws.

2. The inherent right from the position held, this is, to execute his/her job in a personal, permanent and continuous manner, with total dedication and pledge to be discrete and keep secret any subject known as secret matter that is congenial to the enactment of its job.

3. Obligations derived from the hierarchical organization which can be synthetized as obedience and respect.

4. Finally, the duty to observe good behavior, in and out of service procuring the good name and interest of the public organization.

D. THE PERSONNEL ADMINISTRATION'S RULE FOR CIVIL EMPLOYEES OF THE DEFENSE MINISTRY

The same as the public functionary, this rule has a number of rights and obligations that have to be applied to all state public organizations, however, in the Air Force due to their special characteristics within the Security and National Defense of the country, there is a rule in the personnel administration for civil employees of the Defense Ministry and its various departments which in concordance with the law of Administrative Career establishes the rights and obligations of such personnel. Meaning, the right for promotions, vacations, stability of duties, etc., as well as the right for eficiency in the work performed, obedience, respect, etc., and where stands out the content's foundation of article 10 in what prohibits civil employees:

- To create propaganda or political coercion with motive or ocassion of the carrying out of his/her job as well as to show at his/her job's location any badge or emblem that will identify him/her as members of a political party.

- To accept charge of, honors or gifts from foreign governments with out preceding authorization from the senate.

At the same time its contemplated within the regulations what regards to:

- Income as Ministry's civil employee
- Retirement causes/reasons
- Training system
- Responsibilites
- The disciplinary system

E. THE PARTIAL REGULATIONS OF THE SYSTEMS ON POSITIONS AND REMUNERATIONS' CLASSIFICATION

In it are contained in an explicit form the position's code, grade and class denomination as well as salary and compensations according to seniority, eficiency, authority level, etc.

This regulation is considered very important for us, together with the public functionary statute, it contains all the dispositions permitting the state ministries the administration of its human resources in an uniform sense in terms of the plans for national development. However, it suffers flaws in its elaboration for duties corresponding to professions and specializations that are not coded and must be done by similarity.

F. WORKING LAW

This rule incorporates into the civil personnel administration in the VAF for the management of laborers personnel, since said personnel is not foreseen in the collective labor contract with the state.

Based in the evidenced juridic documentation, the Air Force as an State institution execute the civilian personnel administration following the established lineaments for these laws and regulations.

However, by virtue of being an Air Force that for its modern arm system requires personnel who are highly specialized, (military as well as civilian) it is noted that any politics of personnel, law, regulation or instruction from the Executive that effects the handling, replacement or formation of said personnel is translated into the different activities that the Air Force must execute daily in the administrative field and in the operational and instructional area. It is the case of the different dispositions contained in the Presidential Instructive of January 16, 1984 where it is established a series of restrictions in regards to:

- The creation of new positions
- The incorporation of new employees and laborers in those jobs foreseen in the 1984 budget that were vacant by January 16, 1984.
- New contracts for professional services with the exception of those referring to determined jobs technical in nature, for a limited time and with previous authorization from the President of the Republic.
- To pay personnel for special services.

These dispositions have notably had repercussions in the VAF, since the high number of civil personnel classified (professionals and technics) and non-classified (laborers), that for various reasons had retired and had not been replaced. The personnel that remain serving have been deprived of important stimuli e.g. the right to promotion. This lessens motivation not only as far as the employee's aspirations are concerned but it also affects his/her performance while looking for a job away from the Institution where he/she can obtain a higher socio-economic benefit.

IV. THE EFFECTS OF THE GOVERNMENT INSTRUCTIONS

A. METHODOLOGICAL INTRODUCTION

The proposed argument for the study of incidences found in the measures decreed by the National Executive on the operational capacity of the VAF includes the following assumptions:

1. The different, restrictive measures of bureaucratic expenses dictated by the National Executive affect the organization and execution of what refers to performance in its institutional action of the VAF.

2. Each one of these measures have repercussions particularly, as far as the renewal of human resources are concerned (civilian personnel) in the different units of the VAF Maintenance Service being the most affected.

3. This hindrance to renew classified and non-classified personnel who leave the Force for various reasons as well as the difficulty in contracting for services of professionals notably influence the operational capacity of the Force.

4. This operational capacity in general comes from the support of supply and maintenance given to its flying material.

5. As for the support to supply, it is not considered a problem.

6. The maintenance support is given by the number of men/hours offered by the maintenance service to the various systems of arms in the organizational (preventive)[1] basic (corrective)[2] and deposit (restorative)[3] levels.

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[1]The organizational that corresponds to the preventive type and consists of inspections of pre and post-flight, removal and replacement of components such as generator, propellers and plane instrumental.

[2]The Basic (corrective) consists of parts repair, mechanisms and joints, proofs and gauges, limited production of parts not available -hydraulic and electric jobs-.

[3]Of Deposit (restaurative) consists, in general, in total overhaul, parts reconstruction and complete articles and mechanism. Production and proofing of parts.

7. The number of men/hours in maintenance comes from the human resources needed in the different specialties.

8. It is considered that any alteration, modification, reduction, increase or disposition on personnel that has this unity will have repersussions reflecting a major or minor productivity change which will affect the operational capacity of the VAF.

These assumptions concentrate on a level of this job, in a manner concerning how the dispositions contained in the Presidential Instructive of January 16, 1984 affect the renewal of human resources in the VAF thus impacting on the level of operational capacity of technical services of support to the institution.

The basic objective in this study is set forth by virtue of the need of the Air Force fulfilling its institutional goals, defined by the operational area (Air Operational Command) with all its flying personnel, flying material and equipment, as well as the area of instruction (Air Command of Personnel and Training), the planning area (Major State), and the area of support (Logistic Air Command) which includes all the support services.

It is logical to think that the operational area will require the same attention as the areas of training and support, demanding human resources, materials and financial support.

The Air Force, this year, for reason of its assigned budget, has no problems as far as material and finances are concerned this is not so with human resources, particularly classified civil personnel and labores, whom day after day, this year especially, had witnessed a constant decrease throughout all the Air Force units.

This decrease had affected the units in a variety of levels: the functional number of personnel procedures, the classification and area affected, and of course, some departments low in civil personnel are showing from the least significant to the one presenting the most serious problems for the achievement of its objectives. It has been observed until now how the area affected the most is logistics which includes the maintenance activities, supplies, transportation and installations.

Maintenance and supplies are considered as functions constituing the essential support for conducting air operations. It is so because they express direct relation with the primary goal of the Air Force, that is to maintain its operative capacity in peace time as well as in war.

In providing context for this presentation it has been observed that the service most affected as far as civil personnel exiting the service has been the maintenance service--not only in relation to its number but also in relation to activities that said personnel perform in order to produce the technical service of support required by the Air Force.

For this reason we have taken the maintenance service as a specific area of study within the VAF, taking into consideration the work to be done which is of an exploratory character that will require, for a better justification, the development of an hypothesis in the various units of such organization.

As it has been said before, since the maintenance service together with the supply service are two of the basic pillars on which the operative capacity of the Force is sustained, it is convenient to note that this service is in charge of providing the conservation and preservation of the group, to which it expects to resort to periodically as a consequence of use, wear, and deterioration of component elements. Thus, the Maintenance Administration whose objectives are: to provide support and to maintain a definite and uniform system in order to keep the various levels of direct aircraft logistical support and insure at the same time the effective, secure and economical use of human potential as well as the facilities, equipment and supplies needed for aircraft maintenance.

Therefore, it is considered that the Air Force's capacity to keep equipment and planes in good condition will depend on the availability of expert personnel that not only must work but also keep themselves up to date in the various procedures that appear every day due to the advance in technology. On the other hand, it is estimated that foreseeing the demand in

the private industry derived from the country's socio-ecconomic development offering better paid jobs, the VAF is, to many professionals and technicians, a probationary period needed to gain experience and/or renew their knowledge. Because of this the maintenance system must be developed in such a way that losses in the organization and transfers to the civilian industry do not delay the speed of operation of the units in combat and transportation.

To give an idea of the variety of specialties within the civilian personnel that require this service we will mention as an example the following:

- Aeronautical Engineering, Electrical, Mechanical, Electronics, and Statistics specialists.

- Technicians: Rolling mill, Plane Maintenance, Carburetor's Repair, Automatic Lathe, Radio, Electronics, Industrial Security, Designers, Translators, Mechanics, Aeronautical (laborers), Electricians (laborers).

These specialties as it can be observed, require time and resources for their formation. Therefore the exiting of personnel and the difficulties for their replacement are reflected in the depth of the productivity of the maintenance service of the VAF. This is why the basic objectives of this job is focused in the attention to the incidents due to the freeze on jobs and the renewal of human resources in the VAF and its effect in the operational capacity of technical services of support to the Institution.

This objective on a methodological level detaches from an hypothetical system which responds to the general presentation of the problem to a theoretical frame of foundation.

B. GENERAL HYPOTHESIS

The restrictive measures of bureaucratic expenses dictated by the National Executive, affect the organization and execution of the VAF, this includes the level of operational capacity of technical services of support to the Institution.

This hypothesis is of a general character, and the study of its execution deserves a concrete level which will permit the reaching of the most complete veracity. The present general hypothesis has detached into two work hypothesis as seen next:

C. SELECTED WORK HYPOTHESIS

1. The freeze of positions affects the renewal of human resources, thus resulting in the low level of productivity on the part of Service Maintenance.

2. The ban on the creation of new jobs affects the renewal of human resources of the Air Force, thus delaying the completion of programs of Service Maintenance

V. DIAGNOSTIC

A. INTRODUCTION

The general hypothesis as stated, implies a study and analysis of additional work hypothesis. The hypothesis has been posed inside the global universe, in this case the VAF, to the refered unit of Maintenance Service. This being the

center of the institution, is the founding pillar of logistic support of maintenance to all programs and activities of the VAF. The flaws and effects will be determined when the National Executive's measures are applied, just as those flaws have had repercussion during the renewal of human resources, and made explicit through out the replacements, classifications, promotion, etc., it has since been a serious concern to the service productivity and the fulfillment of its programs.

In order to establish this verification it is appropriate to note that the means used during the research phase has been the technique of documentary analysis of qualified and quantitive content, obviating the questionaries and interviews because of time and costs.

Expressed in this manner and for a better focusing of the stated problem, we had estimated necessary to take as a reference, the situation of Maintenance Service in the year 1983. This is a year before the restrictions of economic nature put into effect from January 16, 1984, the date of the government Instruction. This confrontation is directed to present the situation of a diminished personnel that took place in the year 1984. Such decrease affected the Maintenance Service of productivity in men/hours a balance essential for maintaining the operational capacity of the Force.

B. PRODUCTIVITY OF THE YEARS 1983 AND 1984

In order to have a clear view of the repercution of the measures dictated in the subject of jobs freeze, contained in the Presidential Instruction of 01-16-84 in the VAF. (Maintenance Service), we will need a comparative level corresponding to last year's dispositions and those of the present year. This comparison will be based on the authorized and available personnel for the years 1983 and 1984 as well as their productivity in men/hours maintenance, which will be the indicator to show the level of productivity of Maintenance Service.

It is convenient to note that besides the basic factor, the application of the restrictive measures to personnel, other factors are also to be considered in the lower levels, since they also add to the flaws of global calculations that are to be effected, such as the indirect productivity work factor. This is accomplished by the administrative services (white collar workers, secretaries and such); the justifiable absenteeism of personnel, the non-justifiable absenteeism, and delays in production.

It is equally important to note that as for the assigned number of men/hours to Maintenance Service each year, those are stipulated 90 days in advance to the following year in the Annual Operative Plan of the Air Force in view of the

different activities designated in the operational field for that year and, generally, include activities in transportation (of goods as well as of passengers); training, instruction and operations jointly carried out with other military forces.

C. SITUATION FOR THE YEAR 1983

Until December 31, 1983 the Service Personnel was as follows:

Employees	
Engineers	5
Technologist	3
Technicians	48
Translator	4
Designers	3
Inspectors	5
Engineery Assistants	1
Typists	13
Furniture Warehouse	1
Filing Clerk	1
Purchasing Auxiliar	1
Office Clerks	6
Industrial Security	1
Personnel Analyst	1
T o t a l	94

Laborers

In regard to this type of personnel it is important to point out, that even though are classified as laborers, the great majority perform jobs such as: mechanics in aeronautics, electricians, and installations maintenance with the following numbers:

Electricians	26
Mechanics in Aeronautics	100
Installations Maintenance	70
T o t a l	196

The total of these two groups is 290 men available and at the same time authorized by the unit organization chart which indicates that no vacancies are available, therefore in the event of a retirement by any circumstance, the vacancy is immediately filled, thus continuing the productivity of said services. A mathematical calculation, using the provide data, the men/hours available to the service for that year total 435,000 (number of men (290) x daily work hours (6) x year's working days (250)-not considering weekends and holidays-)

This number of men/hours available to maintenance service was in accordance to the number of men/hours assigned by the Annual Operative Plan of the Air Force (Employment Plan 1983) and its accomplishment was like this:

- Direct Productive work[4]	304,500	70%
- Indirect Productive work[5]	47,850	11%
- Delay in Production[6]	16,400	3.77%
- Justifiable absenteeism	31,102	7.15%
- Non-justifiable absenteeism	35,148	8.08%
m/h	435,000	100%

It can be observed in a personnel organization that in 1983 with 290 people the direct work production is 70%, and the indirect 11%, adding up to 81% of the total leaving 19% distributed to factors which were similar in the previous two years and are considered in the delay of production. The justified and non-justified absenteeism, whose most important aspect is that of delay on production, has never gone over 4% in the years previous to 1984. This observation, along with the total productivity work, will help us to see further ahead the difference in productivity between the two considered years.

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[4]Refers to technical work produced

[5]Refers to administrative work (general office, secretarial, and such)

[6]Refers to delay produced as a consequence of labor performance in relation to quality and quantity.

As for the other aspects being considered as indicators related to our study, it can be said that since restrictions were applied to personnel procedures, the latter were affected within the margins of selection, classification, re-classification and promotion contained in the different laws and regulations of Public Administration, as well as the derived by laws established by the Defense Ministry.

These provided a constant stimuli in this situation. The civilian personnel were striving to excell; a situation felt not only among professionals and technicians but also among the laborers. This can be appreciated in the factors previously stated, which definitely reflects the productive capacity of the mentioned service.

D. SITUATION FOR THE YEAR 1984

From the month of January of this year, the Maintenance Service Direction started to note the exodus of civilian personnel, classified and non-classified which, per information given by that department, was basically due to:

1. Lack of motivation caused by the news of results from the classification of advance positions within the Force, that in turn did not satisfy the aspirations of a high percentage of classified civilian employees and laborers in regards to remuneration. Aside from this situation, the attractively presented packages offered by the private enterprise, offered better benefits for experienced personnel in the aeronautical equipment in general.

2. The knowledge of the dispositions contained in the Instruction on economic measures published in the Oficial Gazette No. 30.896, 01-16-84 concerning the freeze on promotions, re-classifications, replacements, etc., a series of restrictions that little-by-little will impel a migration of badly needed qualified personnel for the daily carrying out of activities with an effect translated into the productivity.

3. For this situation, by the month of October, 1984 the number of presented resignations already granted is relevant, and many more are being transmitted and even more that are being processed in personnel because of reaching the necessary time required for retirement.

The relationship specified next:

Employed Personnel	Department and System Affected
2 Electric Engineers II	Planification and Control, and all System
3 Technic Mechanics I	Aeronautics Shops and Systems T2-D
2 Technic Mechanics II	Aeronautics Shops and Systems UH
1 Electronic Technologist I	Electronics, Communications and Various Systems
1 Chemistry Technologist I	Control and Planification all Systems
1 Electric Technician I	Communications and Electronics and Various Systems
1 Electri Technician II	Communications and Electronics and Various Systems

Employed Personnel	Department and System Affected
3 Lathe Workers III	Aeronautics Shops, Support and Various Systems.
1 Radio-Technician I	Communications and Electronics General Support.
1 Translator I	Plans and Control, Technical Publications Support, English.

Employed Personnel	Department and System Affected
1 Typist I	Aeronautical Maintenance, General Support, Historial, Systems Equipment, etc.
1 Mechanical Engineer	Plans and Control, and all Systems.
1 Industrial Engineer	Plans and Control, and all Sytems.
1 Office Clerk I	Aeronautical Maintenance, General Support, Historial, Systems Equipment.
1 Office Clerk II	Plans and Control, General duties.

Labor Personnel	Department and System Affected
1 Welder II	Aeronautics Shops, General Support.
24 Crafts Assistants	Aeronautic Maintenance, General Support, Platform, and Work Centers.
4 Crafts Assistants	Aeronautics Shops, General Support.

Resignations Processed	Department and System Affected
1 Radio-Technician I	Communications and Electronics, General Support
31 Aeronautic Mechanics II	Aeronautics Shop, General Support
1 Mechanical Technician I	Aeronautics Shops, Hydraulic Support

Upcoming retirements due to years of service, pensiones for year 1984	Department and System Affected
1 Warehouse Officer	Administration, Sub-section, Furniture goods, General Support
1 Typist II	Administration, Sub-section, Furniture goods, General Support
1 Mechanic Technician IV	Plans and Control, Aeronautic Inspections
2 Lathe Workers IV	Aeronautics Shops, General Support

4. Until the month of October, 1984, the situation in numbers is as follow, in relation to the previous year:

	Firm[7]	Supernumeric[8]	Ey contract[9]
Employees	94	3	2
Vacancies	24	1	0
	70	4	2
Labor			
	196		
Vacancies	54		
	142		

This means that today the service counted with only 75% of personnel employed - professional and technical - as well as 72.4% of labor personnel. (Aeronautic Mechanics included)

[7] Firm: Comprenhends all personnel of the normal, payroll.

[8] Supernumerics: Comprehends assignments paid to personnel whose job designation is of supernumeric character, such character is given for the temporary nature of their position or when, in order to obtain better quality services and at the same time properly administer the personnel is necessary to label a determined position as supernumeric.

[9] By Contract: Salaries paid to contracts between persons, with the exception of laborers, whose services are needed for limited time.

As it can be seen, the total of laborers assigned to the organization was 196, but were only 146 in existence leaving 54 positions vacant and a crafts assistant lay-off indefinitely.

Actual Numeric Situation on Global Form

Category	Authorized	Available	Vacancies
Employees	94	70	24
Labor	196	145	54

5. As it is observed this continuos migration adds up, to the moment, to 24 professionals and 54 laborers. The great majority being aeronautical engineer, widely impacting productivity in the service, for the current year. For the 1984 year the total of men/hours assigned to Maintenance Service, per the Operative Plan, was of 439,140. They accomplished as follows:

- Direct Productive work	265,591.8	60.48%
- Indirect Productive work	44,045.2	10.03%
- Production delay	69,252.3	15.77%
- Justifiable absenteeism	28,631.9	6.52%
- Non-justifiable absenteeism	31,618.8	7.20%

Figures and percentages that are compared with those of the previous year show the relevant aspects, the one related to the delay in production that reached the high percentage of 15.77% (that is, it increased from 3.77% to 15.77%) which translated to men/hours productivity gives the astronomic figure of 69,252.3.

On the other hand the total of direct productive work decreased from 70% to 60.48% equivalent to 30,643 men/hours productivity. It is here that we can see the results of the 24 vacant positions produced by the egression of

professionals and technicians as well as the 34 laborers, the majority aeronautical mechanics. It is important to mention that, to worsen things, 4 of the 5 Engineers formerly in our service resigned this year affecting all the functions to be accomplished to support the work concerning the departments of Communication, Electronics, Aeronautics Maintenance, Plans and Control, etc. This had repercussion not only on the work originally planned for the current year, but also the future plans and programs for the year 1985.

At the same time, the 17 technicians that have presented their resignation are a very significant loss, since they are the support and key mechanism of the technical service. Not only as qualified man power but also by belonging to the aeronautic maintenance field whose performance is in aeronautics shops in support of the various systems (planes and their equipment). This offers little continuity.

As it was observed in the situation of service personnel for 1984, these technicians performed as: Mechanical Technicians, Electric Technicians, Electronics Technicians, Lathe and Radio-Technicians.

The migration of labor is also considered very important. First, because they execute their work as aeronautics mechanics along with technicians and are the executing manual technical support to Maintenance Service. Second, because their formation demands time and economic resources. Due to

the dynamic operation of the Force it is difficult to replace them without enough training in the functions to be accomplished.

The freeze of positions measure shows how difficult it is to fill out the vacant positions of the mentioned personnel that for any given reason are leaving the Air Force. In this case in the Maintenance Service the action is highly negative since the personnel are leaving and cannot be replaced and at the same time it will show a gradual decrease in productive activity on such service. We can cite the example of the considered aspects in the summary of productivity chart (Table 1) in relation to absenteeism justifiable and non-justifiable even though percentage-wise both decreased in relationship to 1983 giving us an idea of the beneficial corrective measures in this sense. However, the direct productive work and the delay on production increased considerably.

It is then evident that the permanency of a situation such as the existence in Maintenance Services in relation to personnel, is reflected widely in its productivity. This is accomplished by the technical work done by their men in quality and quantity--an essential condition for capable Air Force. This means: an Air Force operative, trained and able to fulfill the assigned objectives in functions of the Security and National Defense of the country, affects the plans for the development of a nation and the plans for development and operation of the Institution.

TABLE 1

SUMMARY OF PRODUCTIVITY CHART

MEN/HOURS	1983	1984	% Difference	
			1983	1984
Total men/hours asigned	435,000	439,140		
Direct Prod. Work	304,500	265,591.8	70	60.48
Indirect Prod. Work	47,850	44,045.2	11	10.03
Delay in Production	16,400	69,252.3	3.77	15.77
Justified Absenteeism	31,102	28,631.9	7.15	6.52
Non-justified Absenteeism	35,148	31,618.8	8.08	7.20
T o t a l ...	435,000	439,140	100	100

E. REPERCUSSION IN THE RENEWAL OF HUMAN RESOURCES

1. Introduction

To understand what has been the measured repercussion of prohibiting the creation of a new position, we will take as comparative parameters those related to programs completed annually by the Maintenance Services, among them those refering to the monthly programs of inspection for Pre-flight and Post-flight (Pv y V), also, the programs, inspection and repair of planes and equipment of same if needed (IRAN).

2. Situation for 1983

In personnel the situation of Maintenance Services for the year 1983 is the same stated for work hypothesis established in chapter IV. C. 2, and is summarized as follows:

- Employees professionals and technicians	94
- Labor (electricians aeronautic Mechanics	196
Total ...	290

This means that the number of personnel in the service was enough for the functioning of its organization which will make possible that the different programs derived from the Annual Operative Plan (Plan of employment in the Force) were to be accomplished satisfactorily.

However, taking into consideration that for the year 1985 the maintenance needs will be increased due to the

various arms systems (Mirage, OV-10,CF-5), that must enter major inspections, besides the number of IRAN inspections will also increase those requirements, it was thought to be necessary to request the authorization to create 32 positions. (Table 2)

This means that by hiring new personnel, we will be capable not only of achieving the actual programs already within the service, but also to handle the increasing monthly programs to be presented in inspections and repair alike (IRAN) which will be accomplished whenever needed.

In the year 1983, when taking as a sample of maintenance program, the inspections and repairs as needed (IRAN) during the months of September and October, in the first instance there were 253 monthly inspections with an average of 12 daily for the activities of pre-flight and post-flight, there were only 5 imspections not acccmplished; in the second month there were 248 inspections monthly with an average similar to the one before (12) with 6 left undone. The IRAN inspections in 1983 done were 43 of the 47 required.

It is noteworthy to cite that the months taken as an ecample show a similar relation to the previous ones and at the same time, it was done with the intention to establish a comparison with the equivalent months in 1984 when the dispositions from the National Executive had let their effect be felt in their function.

TABLE 2

REQUESTED CIVILIAN PERSONNEL (POSITIONS TO BE CREATED) TO SUPPORT MAINTENANCE OF ARMS SYSTEMS VAF YEAR 1984 AND 1985

QUANTITY	POSITION	REQUESTING DEPARTMENT
1	Mechanical Engineer I (C/C)	Maintenance, Shops, Plans and Control
2	Electronics Engineer II (C/C)	Communications and Electronics, Plans and Control.
1	Chemistry Technologist I (C/C)	Shops
1	Electronics Technologist I (C/C)	Communications and Electronics
3	Mechanic Technician III (C/C)	Shops and Maintenance
4	Electric Mechanic I (C/C)	Shops, Maintenance Plans and Control
2	Instruments Technician I (C/C)	Shops
5	Laminate (Roller) Worker I (C/C)	Maintenance and Shops
3	Lathe Workers III (C/C)	Shops
1	Milling Machine Operator IV (C/C)	Shops
2	Carpenters III (C/C)	Shops
1	Mechanic Adjuster IV (C/C)	Shops
6	Aeronautic Mechanic I (C/C)	Aeronautic Maintenance

3. Situation for 1984

In the year 1984 with a similar program the number of plans and inspections to be worked on as well as the days programmed there were only 219 accomplished during the month of September and 213 in October, the ones not done increased to 24 and 25 respectively which gives largely elevated numbers that were translated into missions that could not be done.

On the other hand, the inspections and repairs when needed (IRAN) reached 47 in 1983 with only 43 accomplished at the right time. In 1984 of 69 required only 25 were finished during the proper time. That is considered very significant as it can be observed that the requirement for IRAN inspections 69 increased compared to the year before 47. However, the accomplishment was not possible in that number. On the contrary it decreased from 47 to 25 giving a very significant number 22 of inspections not performed at their proper time, thus reducing the planes available and in consequence reduced the Training and Instruction program and missions to be executed. All this had negative impact upon the operational capacity of the Air Force.

At the same time making a comparison in global form (Table 3) per the contents of the previous chart we can observe that:

TABLE 3

COMPARATIVE CHART BY MONTHS OF THE NUMBER OF INSPECTIONS PERFORMED (IR) AND NOT PERFORMED (INOR) DURING THE YEARS 83 AND 84

	1983		1984	
	IR	INOR	IR	INOR
January	248	7	224	10
February	249	5	225	13
March	251	6	223	13
April	250	5	220	15
May	251	6	218	20
June	252	4	216	23
July	249	5	215	24
August	247	8	214	25
September	253	5	219	24
October	248	6	213	25
Total	2.498	57	2.187	192

- The number of inspections for 1984 decreased, in relation to 1983 by 317.

- The inspections not executed in 1983 kept an average of 6 approximately, while in 1984 they were 17 and increased from 57 in 1983 to 192 in 1984.

- The inspections performed in 1983 maintained an average without fluctuating, while in 1984, as the year advanced, the number of inspections executed was decreasing and the inspections not done were increasing.

All this allows us to see clearly how the measures in regards to the prohibition in creating new position has affected the Force. Since, as it is said in the introductory work hypothesis, with the requirements for civilian personnel specialized done for the current year, we had programmed the fulfillment not only of maintenance programs presented by virtue of the plan of employment in the Force but also with the program of inspections to be required by the Systems of Arms for the Mirage, OV-10 and C-F5, these programs have not been accomplished as predicted.

F. CONCLUSIONS

Once the presentation of the corresponding diagnosis is done, in relation to the problem, the following conclusions are established:

1. It is evident that the restrictive measures for the bureaucratic budget (the ban in creating new positions, freeze of vacant positions, and contracts for professional services) despite the good intention to curtail the excessive and careless growth of bureaucratic expenditure had caused, in the VAF detrimental effects,

felt in all units in various forms, specially in the carrying out of their specific objectives, with the areas most affected being those with a direct relation to maintenance and the operative capacity of the Force. This is in the technical services of support particularly the Maintenance Service.

2. In this service, as observed in the analysis of the year 1983, the productivity in men/hours Maintenance as well as the inspection and repair programs (IRAN) along the monthly programs of maintenance were accomplished in a normal manner in function of personnel available. Not so in 1984 when the freeze of positions and the prohibition to create new ones prevented not only the normal execution of stipulated duties but also produced a decrease quite significant in its productive capacity as well as in the various programs of the mentioned services.

3. It is then, evident that continuing a situation as the one stated in Maintenance Services for next year, could be very serious. Yet, since the tendency of civilian personnel is to look to other sources for work where they can find better incentives of remunerative character as well as social, this is, where their goals and objectives have a better chance for their achievement.

4. Therefore, as a final consideration it could be stated that it will be very difficult to maintain an operational Air Force, able to fulfill its objectives if the human resources necessary to provide the required maintenance by the various arms systems, are not available in quality as well as in quantity.

VI. POSSIBLE SOLUTIONS TO THE PROBLEMS PRESENTED

In attending the evidence presented throughout this study, it is appropriate to propose some alternatives or solutions of an institutional character to be submitted for consideration and to show their feasibility to be applied in actual practice, in reference to the substitution of civilian personnel.

Once verified, the relationship between technical manpower available and the productivity in the Maintenance Service, and the current dispositions against the replacement of civilian personnel who are leaving, as well as the sentimentazainst creation of new positions, it seems necessary to introduce a few lay outs at an institutional level, based on the actual personnel, civilian and military alike, that will permit the accomplishment of their objectives. Since the relationship previously stated is translated into the operational capacity of the Air Force, i.e. with logistics support, maintenance, aircraft, and flight equipment available to perform air operations.

Supporting the previous comments, we are suggesting the following forms of action to replace the mentioned personnel, which basically, contains 3 groups:

- Labor personnel (aeronautics mechanics)
- Professional and Technical Personnel
- Administrative Personnel

A. LABOR PERSONNEL

In relation to labor personnel, it is proposed that those who perform specialized labor (aeronautic mechanic) be substituted for troops of technical support. This can be accomplished in the Center for Training and Replacements of the Air Force (CAR) and, once accomplished in the basic military training period (three months), there should be programmed courses to be carried out as auxiliaries for the various specialties contained in the manual VAF/M-35-1.

Equally, these personnel, when concluding their military service, in two years could contemplate the posibility to continue in the Air Force as a "hooked"[10] ("enganchado") or "re-hooked"[11] ("reenganchado"), in a capacity, not as a troop in the obligatory military service, but as an aero-technician.[12] This undoubtedly, permits the forming of a

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[10]Enganchado: ("hooked") Troop personnel, once finished the two years of obligatory military service, expresses its wish to serve one year more.

[11]Reenganchado: (re-hooked") Personnel that apply for one or more years of service after their third.

[12]Aerotechnician: Name used to address troop personnel that performs as an auxiliary in an aeronautics specialty.

short and balanced individual period to substitute for the resignations produced by the job freeze and the ban on the creation of new positions besides facilitating the formation of human resources not only for benefit of the Air Force, but for the personnel when returning to the civilian life, capable to enter the different activities related to the National Aeronautical Industry. They will have a wide field for development in accordance to the Nation's Plan VI. (VI Plan de la Nacion)

We ought to mention also that troops of technical support will not affect at all the formation of professional sub-officials' career their courses will be dictated by the Technical School of the VAF and its curriculum is of a superior level in the technical branch.

After, we proceed to initiate the unit activity which is in charge of preparing these troop personnel adequately it will be necessary to reopen installations required in the area of Maracay City, the old Military Air Force School, where the operation of CAR (Center for Training and Replacement) is training personnel for that Technical School. Its services and resources are located in that area. We have, aside from the economic resources deductibles from the apportionment assigned to troops personnel in their 1985 VAF budget.

The disposition regarding such formation would be contained in a set of regulations by a commitee of the Air

Force where the mission is to be defined, as well as the criteria for its use, selection norms, instruction norms, internal regime norms, administrative regime norms, and career definition of technical support troops.

B. CIVILIAN PERSONNEL, PROFESSIONAL AND TECHNICAL

The classified civilian personnel offers a more problematic series of solutions. In order to create a university level professional, or a specialized technician we need much more time than that required above to train a laborer's assistant in a given specialty. However, the propositions to be presented next have the objective of showing solutions esteemed to be feasible to execute, given the urgent requirement stated to the Air Force in regards to the various specialties, particularly to the Maintenance Services to the VAF.

1. Assimilation of Professionals to the Hierarchy of Officers

To solve the problems developed in professions critical to the Maintenance Services such as Electronic and Mechanical Engineering, areas in which various resignations were presented by professionals at their service, it would be appropriate to proceed to the assimilation of those professionals that would manifest their intention in this sense, a first effort would be to have them initiated with a rank as Superior Officers, meaning an upgrading in scale